

**CITY OF MILWAUKEE, WISCONSIN**  
**2005-2009 - CONSOLIDATED STRATEGY AND PLAN**

**Executive Summary**

As a Participating Jurisdiction (PJ) and entitlement community, the City of Milwaukee-Community Block Grant Administration (CBGA), receives annual funding allocations from the Federal government to fund activities to address the following three (3) National Objectives of the U.S. Department of Housing and Urban Development (HUD):

- **Principally benefits low/moderate income persons**
- **Prevents or eliminates slum or blight**
- **Addresses an urgent need or problem in the community (e.g., natural disaster)**

Many activities identified in the Consolidated Plan are under the direct control and supported by the following Federal entitlement funds which are administered by the Community Block Grant Administration: **Community Development Block Grant (CDBG), HOME Investment Partnerships, Stewart E. McKinney Emergency Shelter Grants (ESG), Housing Opportunities for Persons with AIDS (HOPWA) and American Dream Downpayment Initiative (ADDI)**. Other Federal and State funds to be used for proposed activities include Weed & Seed, the High Intensity Drug Trafficking Areas (HITDA), the Gang Reduction Initiative and the Juvenile Accountability Block Grant, among other resources.

As a recipient of these funds, the City of Milwaukee is required to submit to HUD every five years, a Consolidated Strategy and Plan that defines the direction the City will take in utilizing these Federal funds to address the national objectives in a manner that will produce the greatest measurable impact on our community.

For the most part, this Consolidated Plan is focused on how to best spend federal HUD dollars. There is little discussion on the need for quality schools, government expenditures for human services or on the role of personal responsibility for life decisions, which impact economic viability. While those are all key issues, they are not within the scope of this Consolidated Plan for the City of Milwaukee's use of Federal funds. While the Consolidated Plan does not directly address these issues as strictly defined, many of the Community Development Block Grant funded programs have an impact on these concerns and more importantly, bring value to Milwaukee's diverse neighborhoods. The City of Milwaukee, Community Block Grant Administration will continue to strive to address the needs of Milwaukee's residents, while promoting programs and activities that will provide the greatest benefit for our community.

**Geographic Distribution:** The geographic distribution for these entitlement funds, with the exception of HOPWA funds, is the Community Development Block Grant Target area which includes Eighteen Neighborhood Strategic Planning Areas which comprise of three contiguous Neighborhood Revitalization Strategy Areas (NRSA's). The HOPWA funds cover the four-County Milwaukee Metropolitan Statistical Area comprised of: Milwaukee, Waukesha, Ozaukee and Washington counties.

The Consolidated Plan details four broad strategies to address community development within the scope of the HUD National Objectives:

**Create jobs through aggressive economic development**  
**Revitalize neighborhoods by targeting resources to make a clear and measurable impact**  
**Eliminate barriers to employment by working in partnership with community stakeholders**  
**Create home-ownership opportunities for community residents**

The long-term outcomes expected from these strategies are:

**Reduced Rates of Unemployment**  
**Increased Property Values**  
**Reduced Crime**  
**Improved Quality of Life in Neighborhoods**

The emphasis is on targeting resources to effectuate neighborhood revitalization by integrating housing,

economic development and public services in a tightly defined geographic area through a clear and well planned development strategy.

The strategies and recommendations outlined in the document attempt to balance the needs and priorities of our community and as identified in the data analysis, with the availability of funds.

## **SUMMARY OF COMMUNITY NEEDS/STRATEGIC OBJECTIVES FOR HOUSING AND COMMUNITY DEVELOPMENT**

The Community Block Grant Administration (CBGA) has defined a Housing and Community Development 5-Year Strategy which focuses on creating viable neighborhoods and providing decent housing and economic opportunity for all community residents. This community vision recognizes that housing is a critical part of a viable neighborhood system, which also includes public safety, education, employment opportunities, business development and social service providers. These priorities represent a comprehensive approach to neighborhood vitality, housing availability and affordability for all residents, and adding value to the community.

To achieve these goals, CBGA will continue planned aggressive blight elimination efforts, support active citizen participation in monitoring problem properties and organizing efforts to improve quality of life issues and encourage the economic integration and revitalization of neighborhoods. Other priorities include integrating crime prevention into a variety of city services and capital improvements, expanding the city's aggressive efforts to combat lead hazards, and continuing to support City efforts to eliminate graffiti.

The City's **Anti-Poverty Strategy** emphasizes jobs and job creation. City departments have utilized a variety of tools to work cooperatively with the non-profit sector and the business community to leverage employment and economic activity in targeted areas of the city and to spark broader policy and programmatic reform to focus on jobs. 1997 saw the implementation of Wisconsin Works (W-2) and the replacement of welfare with work based assistance.

The City's **Economic and Community Development Strategy** compliments its Anti-Poverty strategy by emphasizing the interrelationships and the need for the expansion of opportunities in the areas of education, employment, economic development and housing. In terms of targeting resources, Milwaukee continues its commitment to cluster developments and large impact developments. This strategy has expanded to include cluster developments such as evidenced on North Dr. Martin Luther King Jr. Drive, West North Avenue and West Layton Boulevard. In this vein, there is a growing sense that public and private sector funding should be focused more on tangible outcomes leading to neighborhood revitalization and the creation of jobs, income and wealth. The City has recently approved the Mainstreet Program which is a citywide program that will utilize a comprehensive approach to revitalization of commercial districts throughout the City of Milwaukee. This new initiative involves collaborations from representatives of the public sector, lending institutions, community-based organizations and Milwaukee area foundations. The basic principles for the Mainstreet Program are the targeting of public and private funds in specific geographic areas to spur new business development, improve the area's physical appearance and promotion of the area as a destination point, thus creating new jobs and enhanced business opportunities.

This model of comprehensive planning is embraced by the eighteen Neighborhood Strategic Planning Areas as the emphasis is focused on housing improvement, commercial redevelopment, job creation and income enhancement.

The City of Milwaukee's **Housing Strategy** for the next five years includes expanded homeownership opportunities and access to affordable housing for all residents, the elimination of blighted structures, the sale of vacant lots, property surveys, housing rehabilitation and new housing construction for sale to owner-occupants and affordable rental housing for large families, persons with special needs and the elderly. The City also proposes to repair owner-occupied structures and substantially rehabilitate units for eventual homeownership.

Other priorities include expanding efforts to assist public housing and Section 8 residents move to private market unsubsidized housing, provide better training, advocacy and mediation services for landlords and tenants and increase the number of rent-assisted housing units and their geographic distribution throughout the metropolitan area and Milwaukee County. The City's objectives to address these issues include placing households in either Section 8 or public housing units as turnover occurs, and substantially rehabilitate rental units through the Rent Rehabilitation program, and support the efforts of the Housing Authority of the City of Milwaukee to pursue the "portability" of current public housing residents.

These strategies will help link job creation to the city's housing development efforts, expand access to new resources for neighborhood development and lend itself to coordinated housing and neighborhood efforts with other human service and economic development initiatives.

Persons with special needs as well as the homeless are an important concern for the City as they strive to bring value to neighborhoods. The ***Milwaukee Continuum of Care 2005-2010 Strategic Plan***, which is currently in draft form, details the strategies, goals and action steps to be undertaken and priority needs and allocation priorities as determined by the Continuum of Care (CoC) Planning group. Some of the specific goals of this group include, maximizing mainstream resources to prevent and remedy homelessness, coordinating the expansion of permanent housing and supportive services options, increasing access to permanent housing and enhancing current data and information systems.

Additionally, the City places an emphasis on addressing the needs of the mentally ill and veterans, youth issues such as dropout rates, recreation, educational programs and employment, and overall unemployment issues. Housing and supportive services for persons with disabilities are another priority for the City of Milwaukee as well as continuing to monitor the impact of the Wisconsin Works (W2) programs for Milwaukee's residents.

Lead-based paint hazards and their abatement continue to be a high priority for the City of Milwaukee. To that end, the following strategies are being utilized including: evaluation of lead abatement methods, continuation of a program of grants/loans to assist homeowners and landlords in removing lead hazards, continuing collaborative efforts with other housing programs to identify lead abatement and lead hazard reduction into total housing rehabilitation, expanding education and training for homeowners, landlords and tenants regarding lead poisoning prevention, and securing city, state and federal funding to finance lead hazard reduction activities.

The City's ***Public Housing Improvement Strategy*** formulated in conjunction with the Consolidated Plan notes the following strategies for its residents including: efforts to provide opportunities for resident participation through economic development programs, home ownership programs, and supportive services offered through drug elimination grants and economic development and supportive services (ED/SS) grants at all its public housing developments. Residents are also directly involved in the evaluation of program outcomes and in the determination of the level of satisfaction with facilities and services offered by the Housing Authority. Other initiatives include the Housing Authority's commitment to expand their efforts to assist public housing and Section 8 residents to move to private market unsubsidized housing and the portability of residents who wish to relocate to other communities outside of the city.

The City continues to support efforts to strengthen Milwaukee's communities, including programs such as community organizing (block club support, mobile watches), crime prevention, neighborhood cleanups, health care services, elderly home care, home security programs and landlord/tenant programs.

The Community Block Grant Administration continues to promote policies and employ strategies to promote fair housing and fair lending to help remove barriers to affordable housing. To this end, the City continues to approach planning and program development efforts in a comprehensive manner with the goal of increasing jobs and household income. The City will also continue to investigate programs and support initiatives which assist in removing barriers to employment for low income households, (i.e., walk-to-work programs and access to programs that provide wrap around social, educational, employment and lifeskills services). The City is also supportive of initiatives and efforts regarding the Wisconsin Works(W-2) model, whereby programs emphasize employment and self-sufficiency. Funding allocations are designed to use a comprehensive approach to reduction of barriers by increased funding to a number of agencies that both target increased employment opportunity and expand homeownership in Milwaukee.

## COORDINATING AND MANAGING THE PROCESS

### Managing the Process

- A. Lead Agency:** The agency responsible for oversight and monitoring of these Federal funds and ensuring that these activities are implemented is the Community Block Grant Administration. The oversight body for CBGA is the City of Milwaukee Community and Economic Development Committee of the Milwaukee Common Council. All actions taken by the Committee are ratified by the Milwaukee Common Council and the Mayor. The Community Block Grant Administration will continue to solicit and evaluate applications from all interested parties through the open and competitive Request For Proposal (RFP) process. Recommendations for funding will be made to the Community and Economic Development Committee for approval with final ratification by the Milwaukee Common Council and Mayor.
- B. Participation and Consultation:** The Consolidated Plan was developed through a collaborative process involving a task force of representatives from numerous entities such as housing, youth, homeless, persons with HIV/AIDS, economic development and jobs, City departments, residents and others from the private sector.

### Citizen Participation

**Citizen Participation:** In accordance with the regulations of the U.S. Department of Housing and Urban Development and in an effort to ensure adequate and accessible citizen participation, the City of Milwaukee adopted a Citizen Participation Plan, which was reviewed and approved by the Common Council of the City of Milwaukee on April 23, 1991, (Common Council File Number 902098). The plan outlines the procedures and processes used by the City to solicit citizen input and has since been updated and revised. The document was subsequently submitted to HUD.

It should be noted that CBGA strives for increased citizen input and comments in connection with federally funded activities. The City has consistently prepared “drafts” of the Annual Funding Allocation Plan, the Consolidated Annual Performance and Evaluation Plan (CAPER) and previous Consolidated Plans which cover the City’s Community Development Program. The 2003 CAPER Report, which detailed accomplishments of funded activities, was made available for public review and comment. Additionally the Community Block Grant Administration held public hearings in order to obtain citizen input on the 2004 Funding Allocation Plan. Copies of the CAPER, Annual Action Plan and Consolidated Strategy and Plan are on file with the Milwaukee Public Library System, the CBGA offices and the Legislative Reference Bureau.

Additionally, for the 2005-2009 Consolidated Plan, the Community Block Grant Administration will hold a minimum of three (3) public hearings in order to obtain citizen’s views and provide an opportunity for residents to respond to the draft of the Consolidated Plan. All public hearings will be held at times and locations convenient to citizens, potential and actual beneficiaries, community-based agencies and other interested parties, with accommodations provided for persons with disabilities. These public hearings will be held in the evenings and at locations in the community that are accessible for persons with disabilities. The public hearings will be well publicized through newspaper notices two weeks in advance, including Spanish language papers. In addition, two of the meetings will be held at agencies that are located in neighborhoods with a majority of African American, Hispanic and non-English speaking persons.

Copies of the “draft” Executive Summary of the Consolidated Plan will also be placed on file with the Milwaukee Public Library system and the City’s Legislative Reference Bureau. In addition, the “draft” will be made available to all currently funded community-based organizations, interested parties on CBGA’s mailing list, all eighteen neighborhood strategic planning agencies, public officials, City departments and others who request a copy of the document.

The public hearings on the Consolidated Plan will be conducted by members of the Community and Economic Development Committee of the Milwaukee Common Council – the official oversight body for Federal grant funds.

The hearing dates are as follows:

**Public Hearing Dates for 2005-2009 Consolidated Strategy and Plan:**

- 1) Wednesday, November 3, 2004; YMCA-Northside, 1350 W. North Avenue – 6-8pm
- 2) Thursday, November 4, 2004; United Community Center, 1028 S. 9<sup>th</sup> Street – 6-8pm
- 3) Monday, November 8, 2004; City Hall, 200 E. Wells Street – 6-8pm

CBGA advertised the public hearings through newspapers, mailings, telephone calls and word of mouth. The Common Council City Clerk's Office advertised and posted public notices for the hearings. In addition, the City included in all advertisements that it would accommodate the needs of disabled individuals through sign language interpreters or other auxiliary aids. Official notices for the public hearings on the 2005-2009 Consolidated Strategy and Plan were published in the following newspapers:

Milwaukee Journal/Sentinel, Sunday, October 24, 2004;  
Milwaukee Community Journal, Friday, October 22, 2004  
West Bend Daily News/Hartford Press(HOPWA), Thursday, October 21, 2004  
El Conquistador, (in Spanish); Friday, October 22, 2004  
Port Publications/Ozaukee Press(HOPWA), Thursday, October 21, 2004  
Waukesha Freeman(HOPWA), Thursday, October 21, 2004.

Further citizen involvement is affected by the provision of Accomplishment Reports that identify the annual goals of each program funded and the status of the activities at each reporting period. This allows concerned citizens and other stakeholders the opportunity to determine if program operators working in their planning areas are delivering the services envisioned. These Accomplishment Reports are available through the Community Block Grant Administration and the City's Legislative Reference Bureau. These reports are ultimately compiled into the Consolidated Annual Performance and Evaluation (CAPER) summary which is provided annually to the City of Milwaukee Public Library system, the Legislative Reference Bureau and kept on file at the Community Block Grant Administration.

A complete file of all citizen comments on the proposed 2005-2009 Consolidated Strategy and Plan will be available to the public at the Community Block Grant Administration offices once all public hearings have concluded.

CBGA also has an internal system for responding to citizen complaints and concerns in a timely manner (generally, within 15 working days where practicable.) Program Officers are available to meet with clients that present themselves at the CBGA offices. A written report is formulated when the issues are of a substantive nature and resolution is not achieved during the initial meeting. Staff will follow-up on substantive issues and provide written responses to the complainant and if necessary, provide copies of these responses to the affected organizations. Staff track the ensuing process and analyze feedback from the parties concerned to determine viable resolution.

To ensure access to information for all residents, current CBGA staff includes two bilingual persons (English-Spanish) who make themselves available in-house or at public hearings where some large segments of the population speak only Spanish. With our growing Asian-American population, CBGA has access to Hmong-Laotian interpreters through its linkage with the Hmong American Friendship Association (HAFA).

Finally, several funded agencies have attained status as a Community-Based Development Organization (CBDO). The CBDO designation mandates that Boards of Directors of these organizations consist of not only citizens of the target area, but area business owners and other stakeholders, such as schools and churches. That directive broadens diverse community input and is in keeping with CBGA's philosophy of increasing resident participation in development of neighborhood strategies and all planning processes.

## Institutional Structure

**A. Institutional Structure to Carry Out the Plan:** The City of Milwaukee views the system of implementation of housing and community development strategies from the vantage point of the neighborhood level. The establishment of Eighteen Neighborhood Strategic Planning Areas, which encompass three contiguous (NRSA's), has been a bold move towards defining neighborhoods and involving stakeholders (residents) in activities that address identified neighborhood issues. In the Consolidated Plan, the City described itself as part of the institutional structure involved in community development.

For 2005-2009, the City will continue to facilitate partnerships between City Departments and community-based organizations, neighborhood residents, businesses, churches and others in the private sector to efficiently link resources and carry out joint planning and program activities. These linkages are created with the following City departments: Dept. of City Development, Dept. of Administration/ Community Block Grant Administration, City Health Department, Dept. of Neighborhood Services, Milwaukee Police Department, Milwaukee Fire Department, Housing Authority, Milwaukee Public Library and the Department of Public Works. This spirit of cooperation is further supported by the City's cabinet form of government and is carried out on a daily basis through many channels of communication including meetings, phone conversations, e-mail, and other correspondence. Some initiatives or programs require a City Department to collaborate with a non-City organization for planning and/or implementation.

### **Priority Goals:**

- Place a high priority on Interdepartmental coordination including collaboration between the Dept. of Neighborhood Services, the Dept. of City Development, the City Attorney's Office and the Milwaukee Police Department to reduce the negative impacts of nuisance/blighted properties through the Receivership Program.
- Continue collaborative neighborhood improvement programs involving City departments and community-based agencies such as the Building Inspection Liaison Program, Neighborhood Clean-ups, Landlord/Tenant Training, Health Department Lead Abatement/Prevention Program, the Graffiti Abatement Program, Mainstreet Program and the City-Wide Housing Coalition.
- Coordinate City databases with those of community and other governmental entities to allow citizens and community groups to access the City's database to complete housing condition surveys, obtain information on property ownership, tax delinquency, outstanding building code violations and past rehab activity,(via Milwaukee.gov)
- COMPASS Program – Provide public access to data for the public and community-based agencies; technical assistance to community-based agencies in gathering and researching data, internet mapping and data analysis of CDBG-funded activities.
- Continue updates and improvements to CBGA's web site to include pertinent information for community-based agencies.
- Continue to enter into collaborations and partnerships with non-City organizations for planning and program implementation purposes.
- Continue to advocate for additional resources for a coordinated approach to community development and planning to address poverty issues and community renewal initiatives.

## **Monitoring**

### **Ensuring Compliance with Program and Comprehensive Planning Requirements**

With a focus on ensuring compliance with program requirements, CBGA includes program requirements in all contractual agreements, sponsors orientation sessions, provides technical assistance, one-on-one and in small groups, often on site and at the beginning of the program year as well as when programs are underway. CBGA defines clear expectations regarding performance standards and policies and procedures to follow. Involved are new subrecipients, new staff of existing subrecipients, existing subrecipients experiencing problems and existing subrecipients undertaking new activities. CBGA will also fund provision of technical assistance to funded subrecipients to include management, financial operations and board and staff development.

The Community Block Grant Administration staff will continue to monitor and evaluate activities to be carried out in furtherance of the Consolidated Plan and in meeting goals and objectives set forth in the Annual Action Plan. CBGA monitoring staff will continue to utilize a very detailed monitoring process which includes extensive reporting of grantee activity. As a condition of payment, agencies are required to submit monthly financial and programmatic reports. CBGA monitoring staff review these reports to determine that submitted costs are eligible and that the funded activity is being performed to a satisfactory level. In addition, CBGA monitoring staff will maintain extensive contact with funded agencies and provide technical assistance to groups where needed. Informal and formal monitoring visits will be conducted to ensure compliance with program requirements. Risk assessments and in-house desk audits will be performed annually of all funded agencies.

The City Comptroller's office, the fiscal arm of the Community Development Block Grant program will continue to conduct annual financial audits and monitor the timeliness of expenditures.

In addition to the monitoring conducted, CBGA will ensure compliance with all program regulations for all funding sources, including CDBG, HOME, ESG, HOPWA and ADDI.

## **Lead-Based Paint**

### **Program Strategies to evaluate and reduce lead-based paint hazards and their effects**

The prevalence of childhood lead poisoning in Milwaukee is related to the fact that Milwaukee is a city with older housing stock. The vast number of children who are identified as lead-poisoned reside in high-risk housing that can be defined as housing that was built before 1950, is rental-owned and has an assessed value of less than \$25,000.

In response to this problem, the City's Health Department has developed a comprehensive and nationally recognized program which includes screening, case management, environmental interventions, research and evaluation, community development, community health education and primary prevention activities. Primary prevention activities are those that facilitate lead safe housing in high risk geographic areas before a child is poisoned.

#### **Priority Goals:**

- Evaluate lead abatement methods to determine the most effective and cost-efficient approach.
- Continue a program of grants and/or loans to assist homeowners and landlords in removing lead hazards from their homes.
- Explore collaboration with other housing programs to help finance lead abatement and integrate lead hazard reduction into total housing maintenance and rehabilitation.
- Expand education and training for homeowners, landlords and tenants on lead poisoning

prevention through increased maintenance and safe renovation.

- Collaborate with the private sector, the health care community and other housing organizations through Milwaukee's Lead Abatement Task Force.
- Secure City, State and Federal funding to finance lead hazard reduction activities.

Beginning in 1995, the City of Milwaukee sought to voluntarily comply with anticipated regulations, which subsequently took effect Sept. 15, 2000 regarding the reduction of lead based paint hazards. Since that time, several initiatives have been undertaken to address the problem and much has been accomplished to reduce the effects of lead-based poisoning among children in Milwaukee. The City, (CBGA, Health Dept. and the Department of Neighborhood Services (DNS)), have collaborated on efforts to integrate lead-safe work practices into City housing projects. Under the direction and leadership of the City's Health Department, the City utilized a HUD grant to determine the most effective and cost efficient approach to abatement. The process was spread over three years and implemented in collaboration with DCD using their housing programs to select the most appropriate houses for the various modes of protocol. The results of this evaluation project have resulted in a focused treatment for high risk window components where lead paint content and lead dust levels are extremely high. In addition, the Health Department provides comprehensive secondary and tertiary interventions to lead poisoned children and their families and has successfully engaged in community and housing-based primary prevention to prevent lead exposure in areas disproportionately impacted by childhood lead poisoning.

The City will continue collaboration between CBGA, the Health Department and the Department of City Development to implement standardized processes for all affected CDBG-funded housing rehabilitation projects to ensure compliance with the HUD lead regulations. These processes include the assumption of lead paint in structures, utilization of certified lead abatement contractors when indicated, adoption of lead safe work practices, occupant protection, monitoring of work sites, lead dust clearance tests and lab analysis and minimum window treatments. The Health Department will also continue its lead hazard reduction activities.

The Health Department will continue its comprehensive Childhood Lead Poisoning Prevention Program which is made up of multiple services and functions including:

- **Screening:** To identify children with lead levels
- **Case Management:** Identify children who are lead poisoned and have Public health nurses and outreach workers provide in-home education and care coordination through home visits.
- **Community Education and Training:** Provide education and training sessions for community residents and professionals, utilizing a door-to-door approach and one-on-one educational efforts.
- **Inspection and Abatement:** Conduct inspections to reduce lead-based paint hazards in the homes of lead poisoned children and their families.
- **Primary Prevention:** Work with property owners on prevention efforts.



## HOUSING

### Housing Needs

#### 1. Housing and Community Development: High Priority Objectives

The Community Block Grant Administration(CBGA) has defined a Housing and Community Development 5-Year Strategy which focuses on creating viable neighborhoods and providing decent and affordable housing and economic opportunity for all residents. This community vision recognizes that housing is a critical part of a viable neighborhood system, which also includes public safety, education, employment opportunities, business development and access to community social services.

#### Priority Goals:

- Continue to promote and provide opportunities for low income citizens to access affordable housing.
- Initiate the American Dream Downpayment Initiative (ADDI) to provide down payment, closing costs and rehabilitation assistance to eligible individuals.
- Increase the number of units accessible to persons with disabilities, including an emphasis on developing “visitable” housing units.
- Continue owner-occupied housing rehabilitation for very low income households and the construction of affordable new housing units on vacant City lots.
- Improve the condition of the City’s rental housing stock through continued landlord tenant educational programs and an aggressive receivership program for nuisance properties.
- Increase the number of decent, safe and sanitary affordable rental units, with an emphasis on creating units to accommodate large families.
- Support efforts to reduce or eliminate predatory lending and racial discrimination in all housing transactions in the City of Milwaukee.
- Continue aggressive blight elimination efforts including spot acquisition, demolition, graffiti abatement, vacant lot maintenance and infill housing.
- Support active citizen participation in monitoring problem properties and in organizing efforts to improve the quality of life for residents.
- Continue Homebuyer Counseling and other homebuyer assistance activities (budget and credit counseling, post purchase, tax default and mortgage default counseling)
- Continue the City’s aggressive efforts to combat lead hazards through collaboration with existing housing programs and the Milwaukee Health Department.
- Actively work towards the creation of a City Housing Trust Fund, including the provision of administrative oversight.
- Support other housing improvement activities (such as minor home repair, home security, tool loan, Home Source, property surveys, rent abatement/rent withholding, tenant assistance and targeted code enforcement programs),

## NEEDS OF PUBLIC HOUSING

The following information about the Housing Authority of the City of Milwaukee (HACM) is excerpted from its *Streamlined 2005 Annual Plan and 2005-2009 5-Year Plan*, which is included in the *Appendix*. It should be noted that the Housing Authority's Agency Plan (Annual and Five-Year Plan) is updated annually, and these updated plans should be considered part of the City of Milwaukee's Consolidated Plan.

### **A. Mission**

The mission of the Milwaukee Housing Authority is to provide decent/quality, safe and affordable housing with transition options for those who desire them. "Transition option" is defined as the opportunity for residents to self-determine their interest in, and have access to, housing options that support long-term self-sufficiency. The Housing Authority of the City of Milwaukee manages 4,403 units of low-income housing that are subsidized by the U.S. Department of Housing and Urban Development (HUD) and 5,289 Section 8 vouchers. The Housing Authority also owns and manages 968 units of affordable housing and has developed 32 units of market rate rental housing. Information about HACM's waiting lists is included in the *Appendix*.

It should be noted that HACM still has a surplus of one-bedroom apartments for the elderly, based on vacancies during the past five years. HACM staff notice that vacancies increase when newer subsidized apartment buildings become available, which seems to be supported by a number of studies. All of HACM's elderly housing was built over twenty-five years ago, incorporating more modest design standards without the space and amenities currently available in the newer housing developments. HACM will continue to pursue tax credits and HUD funding for the revitalization of its elderly housing and supports the careful review of any proposal for additional subsidized elderly housing to determine whether the area surrounding the proposed development can support the additional units.

Since 1993, over 1,000 units of HACM housing were revitalized using three federal Hope VI grants totaling over \$90 million. The Housing Authority will complete the revitalization of Highland Park in 2006 (tax credits and Hope VI) and Scattered Sites in 2009. The Housing Authority recently received a tax credit allocation for Cherry Court and intends to submit a tax credit application and Hope VI grant for Convent Hill in 2005.

### **Public Housing Strategy**

**Strategy to serve the needs of extremely low income, low income and moderate income families residing in public housing, including those on the Section 8 waiting list; strategy for addressing the revitalization, restoration, management and operation of public housing and for improving the living environment for families residing in public housing.**

The Housing Authority works to build strong communities and increase affordable housing options in Milwaukee. The Housing Authority works closely with public and private partners to coordinate revitalization activities, which include physical improvements and comprehensive community and supportive services. HACM works with a team of highly competent partner agencies to ensure quality services for its residents. Examples of these services include case management, education, employment, and homeownership. HACM has assisted more than 200 families become first-time homebuyers and returned over \$3 million to the city's tax base.

Additional information about the Housing Authority's strategies is provided in the attached Streamlined Annual and 5-Year Plan.

**B. Goals** *(The goals and objectives listed below are derived from HUD's Strategic Goals and Objectives and those emphasized in recent legislation).*

### **HUD Strategic Goal 1: Increase the availability of decent, safe, and affordable housing.**

#### **PHA Goal: Expand the supply of assisted housing**

#### **Objectives:**

Apply for additional rental vouchers  
Reduce public housing vacancies  
Leverage private or other public funds to create additional housing opportunities

**PHA Goal: Improve the quality of assisted housing**

**Objectives:**

Improve public housing management  
Improve voucher management  
Increase customer satisfaction  
Concentrate on efforts to improve specific management functions  
(list; e.g., public housing finance; voucher unit inspections)  
Renovate or modernize public housing units  
Demolish or dispose of obsolete public housing  
Provide replacement public housing  
Provide replacement vouchers

**PHA Goal: Increase assisted housing choices**

**Objectives:**

Provide voucher mobility counseling  
Conduct outreach efforts to potential voucher landlords  
Increase voucher payment standards  
Implement voucher homeownership program  
Implement public housing or other homeownership programs  
Convert public housing to vouchers  
Develop new units for homeownership

**HUD Strategic Goal 2: Improve community quality of life and economic vitality**

**PHA Goal: Provide an improved living environment**

**Objectives:**

Implement measures to deconcentrate poverty by bringing higher income public housing households into lower income developments  
Implement measures to promote income mixing in public housing by assuring access for lower income families into higher income developments  
Implement public housing security improvements  
Designate developments or buildings for particular resident groups (elderly, persons with disabilities)  
Work to restore HUD funding for activities/services previously funded through PHDEP.

**HUD Strategic Goal 3: Promote self-sufficiency and asset development of families and individuals**

**PHA Goal: Promote self-sufficiency and asset development of assisted households**

**Objectives:**

Increase the number and percentage of employed persons in assisted families  
Provide or attract supportive services to improve recipients' employability  
Provide or attract supportive services to increase independence for the elderly or families with disabilities  
Enroll additional families in the "Make Your Money Talk" program

## **HUD Strategic Goal 4: Ensure Equal Opportunity in Housing for all Americans**

### **PHA Goal: Ensure equal opportunity and affirmatively further fair housing**

#### **Objectives:**

Undertake affirmative measures to ensure access to assisted housing regardless of race, color, religion national origin, sex, familial status, and disability

Undertake affirmative measures to provide a suitable living environment for families living in assisted housing, regardless of race, color, religion national origin, sex, familial status and disability

Undertake affirmative measures to ensure accessible housing to persons with all varieties of disabilities regardless of unit size required

#### **Other Public Housing Authority Goals and Objectives:**

- Sell 20 public housing units under the Section 5(h) homeownership program. (12/31/05)
- Convert 20 Section 8 clients to homeownership under the Section 8(y) homeownership option. (12/31/05)
- Continue the Highland HOPE VI redevelopment project including on-site rental and homeownership unit construction. (12/31/06)
- Implement the Scattered Sites HOPE VI redevelopment program including the beginning of demolition of existing units and construction of new single-family homes. (12/31/07)
- Begin construction related to the Cherry Court redevelopment project. (12/31/06)
- Complete the renovation of the VA Single Room Occupancy (SRO) facility and complete initial occupancy. (7/1/05)
- Enroll and graduate 20 families from the "Make Your Money Talk" program. (12/31/05)
- Provide 30 educational scholarships. (12/31/05)
- Continue construction of Westlawn porches. (12/31/05)
- Submit funding applications, demolition/disposition applications and related program applications necessary to support the demolition and revitalization of the Convent Hill public housing development. (12/31/05)
- Develop a plan to comply with the asset repositioning requirements of HUD's revised Operating Fund Rule. (12/31/05)
- Develop and implement strategies to adjust HACM's Section 8 tenant-based Housing Choice Voucher Program utilization to respond to HUD funding policy. (12/31/05)
- Submit a request for waivers necessary to set aside Section 8 Housing Choice Vouchers as project-based assistance in conjunction with the Cherry Court redevelopment program. (12/31/05)
- Continue partnerships and MOA's with, and provide appropriate admissions preferences for clients referred to HACM's Section 8 Housing Choice Voucher Program by, META House, The Salvation Army, the Milwaukee Community Services Corps, Milwaukee Public Schools, the Ellsworth Project, Milwaukee Jobs Initiative and the YWCA. (12/31/05)
- Continue partnerships and MOA's with, and provide appropriate admissions preferences for low income public housing for clients referred by, the Milwaukee Women's Center, Pathfinders and the Ellsworth Project. (12/31/05)
- Continue partnerships with the Dominican Sisters and ACTS for the conversion of obsolete scattered sites public housing units to homeownership. (12/31/05)
- Continue to participate in the City's Continuum of Care process to alleviate homelessness (12/31/05)
- Maintain "High Performer" status under HUD's public housing and Section 8 program assessment systems. (12/31/05)
- Consider policy recommendations related to providing domestic violence preferences for the public housing and Section 8 HCV programs. (12/31/05)
- Apply for grants from all potential funding sources to support HACM's public safety, resident education and resident employment programs. (12/31/05)
- Establish replacement reserves to assist with the revitalization of Cherry Court and Convent Hill. (12/31/04)
- Pursue borrowing funds through the Capital Funds Financing Program. (12/31/05)
- Maximize the use of tax credits for the revitalization of Cherry Court by offering the Highland Park high-rise, which was approved in 2003 for demolition, as a temporary relocation option for Cherry Court residents. (12/31/06)

## **Waiting List Organization**

The waiting list is currently closed, however, when it is open persons may apply through a telemarketing service, via the internet, or at a predetermined location that is announced at the opening of the waiting list. The application process will be publicly announced at least 60 days prior to opening the wait list. HACM may use a lottery system to create a wait list of 2000 applicants.

### **B. Activities to be undertaken to encourage public housing residents to become more involved in management and to become homeowners.**

The Housing Authority's Annual and 5-Year Plan, which is incorporated in this Consolidated Plan, was developed in conjunction with the residents of public housing. Each of the Housing Authority's low-income public housing developments has an active resident council, which assists the Housing Authority with the development and implementation of the Agency Plan. There is also a Resident Advisory Board comprised of 17 public housing residents who meet monthly with Housing Authority staff to assist with planning and implementation. HACM's Agency Plan is adopted by the Housing Authority's Board of Commissioners, which includes two public housing residents.

Housing Authority staff assisted with the development of this plan, which includes a number of opportunities for funding and collaboration. For example, the Housing Authority recently received a HOME grant that is being used in conjunction with the Hope VI program to develop affordable housing in Milwaukee's central city. The Housing Authority has a successful homeownership plan through which 200 families have become first-time homebuyers, and all of these families received homebuyer counseling services from agencies funded through the Consolidated Plan.

## **BARRIERS TO AFFORDABLE HOUSING**

The Community Block Grant Administration completed a Fair Housing Impediments Study in 1995, in accordance with Sections 104(b) (2) and 106(d)(5) of the Housing and Community Development Act of 1974, as amended which requires that CDBG grantees certify that they will affirmatively further fair housing.

The City is in the process of updating the Fair Housing Impediments Study and has contracted with the Metropolitan Milwaukee Fair Housing Council to conduct the study. When complete, the study will be forwarded to the local offices of the U.S. Department of Housing & Urban Development and will be included as an amendment to the Consolidated Plan. The following is a summary of impediments identified in the last Fair Housing Impediments Study:

### **Summary of Impediments:**

- Federal and State housing policies
- Non-coherent Federal housing mandates Federal and State transportation policies
- Social class, racial and cultural barriers
- Employment discrimination
- Inadequate income
- Racial disparities in mortgage lending
- Insurance redlining
- Housing discrimination
- Racial steering
- Appraisal practices

### **Actions underway to overcome the effects of impediments identified in the study**

The City of Milwaukee has multiple housing and other programs designed to affirmatively market Milwaukee neighborhoods and reduce barriers to affordable housing. These programs support the administration and enforcement of federal, state and local fair housing ordinances, provide homebuyer counseling services and collaboratively work with financial lenders to enable low and moderate-income families to purchase homes anywhere they choose. Viewed holistically, these programs accomplish several purposes at once: they affirmatively promote neighborhoods; enforce and further fair housing; expand on housing opportunities available to minorities and the poor within and outside of areas of minority concentration and help to strengthen neighborhoods by increasing homeownership and eliminating blight.

### **Strengthened Fair Housing Ordinance**

The City passed its first fair housing ordinance on December 12, 1967. In line with Wisconsin State Statutes enacted in 1965, the ordinance rendered unlawful any type of discrimination in the sale, rental or lease of housing based on race, color, religion, national origin or ancestry. Expressly prohibited were the following forms of discrimination: (1) Refusal to sell, lease, finance or contract to construct housing or to discuss the terms thereof; (2) Refusal to permit inspection or exacting different or more stringent price, terms or conditions related to the sale, lease or rental of housing (3) Refusal to finance or sell an unimproved lot or to construct a home or residence on a lot; or (4) Publishing, circulating, issuing, displaying or advertising the sale, financing, lease or rental of housing which states or indicates any discrimination in connection with housing.

The City's original fair housing ordinance was repealed and recreated on October 16, 1990. Referred to as Chapter 109, it was subsequently amended on November 29, 1994, to prohibit both housing and employment discrimination. Regarding housing, the law applies to all housing units intended for occupancy by two or more families living independently of each other, eliminates provisions against testing, and substantially increases penalties for non-compliance, namely, forfeiture of not less than \$500 nor more than \$5,000 for the first violation, and not less than \$1,000 nor more than \$10,000 for each repeated violation. While fair housing advocates suggest that the law is still not substantially equivalent to federal law, which provides for legal representation of both complainants and respondents, or state law which encompasses all dwellings (including those owner occupied), it is an effective law that is superior to prior fair housing ordinances.

### **Annual Review of Lending Practices by City Comptroller**

The Milwaukee Common Council adopted legislation requiring the City Comptroller to prepare an annual report on lending practices by area financial institutions. Besides focusing on residential lending practices, the review also compares lending patterns by race and income and compares the racial loan denial rate for Milwaukee with forty-nine other large metropolitan areas in the country. Recommendations are provided for improving residential lending in those areas of the City where homeownership is lowest and annual reviews of the progress that City departments have made in implementing prior report recommendations. This report is distributed to community-based organizations, lenders and others to help facilitate action on the recommendations.

### **Fair Housing Programs**

The Metropolitan Milwaukee Fair Housing Council (MMFHC) will continue to respond to the problem of predatory lending and to affirmatively work toward integrated housing patterns by providing: fair housing/ fair lending presentations, research and technical assistance relative to fair housing/ fair lending issues; information relative to buying, renting and selling houses; counseling and investigation services to solicit and resolve fair housing/fair lending complaints and distribution of a fair housing newsletter on a quarterly basis.

### **TITLE II Of the Americans with Disabilities Act of 1990(ADA)**

Title II of the ADA prohibits discrimination against persons with disabilities in all services, programs and activities made available by State and local governments. CBGA includes this language in all contracts with funded organizations.

## **Section 504 of the Rehabilitation Act of 1973**

Section 504 prohibits discrimination against persons with disabilities and requires that a percentage of funded projects be handicapped accessible. CBGA will continue to routinely review plans for multi-family housing and facilities where CDBG funded services are provided to ensure accessibility and participation by disabled persons.

## **SECTION 8 – Rent Assistance Program**

The Housing Authority of the City of Milwaukee (HACM) receives funds from HUD to operate its Rent Assistance Program (RAP). RAP pays rental subsidies to private landlords who rent to very low -income tenants in the program. Under the Housing Voucher Choice Program, units cannot exceed HUD's fair market rents, meaning that rents must be determined reasonable in relation to other units in the area. In the voucher program, tenants are able to rent units which have rents from 10% to 20% above fair market value when they locate to a "non-impacted" area --- where fewer than 40% of the families are below the poverty level.

HACM also participates in a program which markets the benefits of living in non-traditional residential areas and encourages more rent assistance clients to move to such areas. This is accomplished through: orientation briefings to explain fair housing law, client location options and additional services; general counseling to families regarding housing choices and housing search skills; direct tenant referrals to available units in non-traditional areas resulting in the pro-integrative placement of families; and, the recruitment of new owners of units in non-traditional areas. During orientation and counseling, all RAP applicants are informed that they could seek housing anywhere they choose and are also informed of the portability provisions of vouchers and the advantages of locating to a non- traditional area. Listings of housing units are provided to applicants, including many in non-traditional areas. Also, a list of wheelchair accessible units is available upon request for those in need.

In addition, the City will continue its commitment to City-wide fair housing programs to help ensure accountability in lending by government-chartered lending institutions in the areas of: home purchase, improvement and business loans, employment and promotional opportunities and contracting opportunities for minority and women-owned businesses.

## **HOMELESS NEEDS**

### **Homeless Strategic Plan**

Persons with special needs as well as the homeless are an important concern for the City as it is recognized that addressing the needs of all citizens, regardless of their circumstance, is an essential component to strengthening neighborhoods.

To further the City's strategic goal of reducing and preventing homelessness and domestic violence in our community, the City will continue to allocate CDBG and Stewart E. McKinney Emergency Shelter Grant (ESG) funds for activities geared to assist homeless persons achieve stable housing and self-sufficiency. These funds will be provided to conduct outreach and homeless prevention activities, to operate emergency and transitional shelter facilities, provide supportive services, legal assistance and other services aimed at preventing and reducing homelessness for individuals, families, runaway/homeless youth, victims of domestic violence and mentally and physically disabled persons.

In addition, the City will continue its involvement in the *HUD Continuum of Care Strategic Planning Process*. This process strives to identify the needs of homeless persons and gaps and priorities in the current service delivery system. As a result of this process, advocates for the homeless and others have discovered that the needs of the homeless have changed over the years and target populations have shifted. In an effort to address identified needs and gaps in the current system, funding priorities have changed with a higher emphasis placed on funding facilities and related supportive services that foster housing stability and economic self-sufficiency.

**Strategy for eliminating chronic homelessness by 2012 (should include the strategy for helping homeless persons transition to permanent housing and independent living).**

**Lead Entity - The Milwaukee Continuum of Care** is an unincorporated collaboration of 53 organizations whose primary goal is to end chronic homelessness. This planning group was initiated in 1995 in response to HUD's first SuperNOFA application for funding for Continuum of Care activities to assist homeless persons. The CoC planning group works to provide an array of housing, support and service linkages for the community's homeless. The *Milwaukee Continuum of Care 2005-2010 Strategic Plan*, which is in draft form and developed by the CoC, outlines the Vision, Goals, Strategies and Action Steps proposed to provide services and housing in a comprehensive and coordinated way over the next five years. The partners involved are numerous and involve non-profit service providers for the homeless, the City of Milwaukee, Milwaukee County and others. At the same time, the Continuum recognizes that persons who are chronically homeless are faced with a complex variety of difficult and personal and social barriers and are often resistant to services. Real reductions in the number of people who are chronically homeless will require creative, multi-level strategies.

Milwaukee's strategy has three major components: **1) Development and implementation of best practices; 2) Targeted resources; and 3) Cross system coordination and accountability.**

**1) Development and Implementation of best practices:**

- Identification and elimination of program rules and policies which function as barriers to services for the chronically homeless
- Improved outreach and engagement strategies, especially with regard to highly service-resistant individuals
- Increased capacity for individualizing services, e.g. enhanced assessments, care planning and service delivery tailored to needs shaped by gender, disability and other factors, and;
- Establishment of a mechanism at the CoC level to define, track and report on program-specific and system outcomes relating to the chronically homeless

**2) Targeted Resource Development:** Chronic homelessness cannot be eliminated without the infusion of new resources into the system. A critical step is improved mobilization of mainstream programs and resources. Additional financial support from foundations, government or other sources, will be required to address critical needs of the chronically homeless, specifically:

- Development of a complete package of wraparound services, including treatment on demand, job and lifeskills, crisis management skills and aftercare
- Availability of a range of housing options including increased targeted shelter and transitional housing beds, more permanent affordable housing with supportive services, including permanent housing specifically designed for chronically homeless, and greater use of Section 8 and Shelter + Care resources
- Collaboration around program development to ensure that best practices in service delivery are translated into targeted resource development

**3) Cross system coordination and accountability:** The homeless services system in Milwaukee has long served as the safety net for individuals discharged from major community systems such as mental health, corrections, and health care systems. A long term reduction in the number of chronically homeless will only occur if the provider community, as represented by the CoC, can work collaboratively with other major human service systems. Ideally this would result in the coordination of care and resources to transition individuals to stable housing situations before they are discharged from a system's care. Holding institutions accountable for the post-discharged living arrangement of their consumers is a critical step as well. On an ongoing basis, improved cross system coordination will enhance the ability of all homeless persons to access and use mainstream resources to which they are entitled.



### **Priority Goals:**

- Improve the capacity of the Continuum of Care to function as a collaborative planning program implementation and accountability structure
- Create a broader community awareness of and responsibility for homelessness
- Maximize mainstream resources available in the community for services to prevent and remedy homelessness
- Continue to develop better access to appropriate levels of service for those already experiencing homelessness as well as those at-risk for becoming homeless
- Move people from homelessness to permanent housing by creating additional housing resources, coordinating existing services and eliminating waiting lists
- Improve the quality of data collection on who is being served and on the services being received for use in decision-making
- Continue to enhance consumer participation in homeless services planning and policy development

**Homelessness Prevention** - The homeless prevention strategy of the CoC system in Milwaukee has several components:

a. **The Milwaukee Prevention and Outreach System**, ANET, has three components: 1) ACALL, which is a single number (211) that families seeking shelter can call. ACALL operators conduct a screening to determine whether the caller has alternatives (including mainstream resources) that could prevent shelter use; 2) ASTREET: ASTREET workers are dispatched by ACALL to conduct face-to-face assessments and determine whether the family needs shelter or other service. 3) Case Management: ANET provides case management services for families at-risk of becoming homeless. The ANET system was designed so that families seeking shelter would be uniformly screened to determine if other community supports can be used to support housing in the community.

b. **Street Outreach**: Street Outreach is conducted by Health Care for the Homeless, Vets Place Center, Pathfinders, Walker's Point Youth and Family Center and the new Domes Project. Trained outreach workers seek out homeless persons at encampments, neighborhood businesses, meal programs and on the streets to offer direct aid and information about services available through the CoC coordinated system. The CoC is developing new outreach models that will be more successful with chronically homeless individuals.

In addition, the Prevention and Support Services Committee of the CoC has identified key objectives and goals designed to prevent homelessness and proactively address the needs of persons at-risk for homelessness.

### **Goals:**

- Maximize mainstream resources available in the community for services to prevent and remedy homelessness.
- Continue improvements to ANET, including case management.
- Study and implement the concept of single coordinated care; improve service access and implement jail diversion efforts.
- **DOMES Project for Improved Outreach**: The CoC has initiated an intensive outreach program to address concerns about a large encampment of homeless individuals in the wooded area of the Mitchell Park Domes. Immediate placement in housing and support services are provided, as needed and accepted by the individual. This project has spurred a re-examination of the outreach system and methods that will continue in 2005.

- Better use of the Homeless Management Information Strategies (HMIS) system as an assessment; case planning and tracking instrument by agencies; coordinated efforts to develop and test new outreach models based on the “housing first” philosophy; and productive collaboration with the Milwaukee Police Department, Sheriff’s Department and treatment agencies to better connect homeless persons with needed services.
- Continue to address the immediate housing needs of callers to the ACALL/211 system through effectively linking individuals with available mainstream resources and information supports to prevent homelessness.
- Continue face-to-face interviews with families seeking shelter to assist them in maintaining their housing in the community and preventing homelessness through accurate assessment of problems and connection to mainstream and other community resources.
- Provide ANET case management services to families to enable them to remain housed in the community or quickly regain permanent housing through connections to mainstream resources.
- Establish a “Discharge Policy Compact,” that would reflect institutions’ signed commitment to preventing homelessness for their discharged clients.
- Seek commitments from institutions to coordinate their mainstream resources with homeless service providers to improve outcomes for homeless persons (such as the Public Housing Authority, Dept. of Corrections, Mental Health institutions, Workforce Development and Bureau of Child Welfare).
- Track and report progress on homeless utilization of mainstream resources through the HMIS system.

**Institutional Structure** – As stated previously, the Milwaukee CoC is the planning and coordinating entity for homeless assistance programs. In addition to coordinating the annual HUD application process, the CoC also coordinates the State ESG-THP (Emergency Shelter Grant-Transitional Housing Program) application process and manages a year-round community planning and development program to address homelessness in Milwaukee. Because of its success and sustainability, the Milwaukee Continuum of Care is highly regarded in the City of Milwaukee, Milwaukee County and the non-profit community as an outstanding example of community collaboration.

Community Advocates provides administrative coordination and clerical services for the CoC and serves as fiscal agent for non-HUD grants and agency contributions. Other agencies provide substantial in-kind support such as meeting space, research and other staff assistance. Consulting services are provided to manage the application processes and provide other technical support assistance with the strategic planning process.

The CoC functions year-round, meeting on a monthly basis and has a Steering Committee, three standing committees and three ad hoc committees. CoC meeting agendas and minutes are distributed to a mailing list of over 200 individuals with 53 organizations considered to be CoC members. The three standing committees include: 1) Housing; 2) System Improvement; 3) Prevention and Support Services. Each of the standing committees has two co-chairs and 8-10 members. The ad hoc committees are similarly comprised but operate as problem-solving entities rather than work groups.

**Discharge Coordination Policy** – Coordinated discharge planning remains a high priority issue in Milwaukee. Of all the major institutions, the public behavioral health system is the only one which is an active participant in the Continuum and works diligently to improve its discharge planning from inpatient and community mental health facilities and substance abuse treatment programs. Milwaukee County Behavioral Services provides a model of proactive discharge planning and service coordination that has been replicated around the country. The challenge now is to align other institutions’ policies and practices accordingly. Should a person be chronically homeless and need psychiatric stabilization, they will return to or be admitted to a homeless funded program. Milwaukee’s BHD’s planned Access to Recovery Network, a collaborative of the Wisconsin Department of Corrections and the BHD will provide reintegration planning for ex-offenders re-entering the community and funding to provide

housing for these individuals.

With the BHD's leadership and example, the CoC will develop a "Discharge Policy Compact," that will reflect institutions' signed commitment to preventing homelessness for the consumers discharged from their care. A special ad hoc committee will be formed, comprised of CoC members, representatives of Aurora Health Services, Covenant Health Services, Bureau of Milwaukee Child Welfare, Milwaukee County Sheriff's Office (jail) and the Wisconsin Department of Corrections. The Committee will be staffed by the CoC and will: 1) assess the extent and nature of the problem of inappropriate discharges in Milwaukee; 2) review alternative discharge policies from other cities; 3) develop a discharge policy compact for review and adoption by stakeholder institutions. This compact will be in force by December 2005.

## **COMMUNITY DEVELOPMENT**

### **Community Development**

#### **A. Priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table.**

##### **Priority Goals:**

- Public facilities (youth, neighborhood and other facilities)
- Public Service Needs (i.e., senior services, handicapped services, youth services, employment training, crime prevention/awareness, fair housing counseling, tenant/landlord activities, health services)
- Planning activities
- Historic Preservation
- Accessibility

### **Anti-Poverty Strategy -Economic Development Needs**

The City's Anti-Poverty Strategy compliments its Economic and Community Development strategy by emphasizing the interrelationships and the need for expansion of opportunities in the areas of education, employment, economic development and housing. This strategy focuses on the revitalization of neighborhoods and the elimination of poverty by supporting job creation efforts through innovative economic development which will ultimately lead to greater employment and homeownership opportunities for Milwaukee residents, thereby improving the quality of life for Milwaukee residents. The strategy establishes priorities in the following areas:

##### **Priority Goals:**

- Approach planning and program development in a comprehensive manner to increase jobs and household income
- Creating jobs at family supporting wages
- Support and be a partner in job creation efforts such as the *Emerging Business Enterprise Program*, the *Retail Investment Fund*, *Large Impact Developments*, the various *Revolving Loan Funds* operated by community-based agencies and the Milwaukee Economic Development Corporation (MEDC) to provide loans and grants to businesses to facilitate job creation and expansion in the City
- Support other economic development programs that are successful in creating jobs for low-moderate income households

- Investigate programs and continue to support initiatives which assist in removing employment barriers for low-income households, e.g. walk-to-work programs and programs that provide access to an array of wrap around social, educational, employment and lifeskills services.
- Foster investment and cluster developments in neighborhood commercial areas; redevelop/rehab retail sites to facilitate new job creation
- Support job training and placement programs and educational and English proficiency programs
- Support redevelopment of residential, commercial and industrial Brownfield properties such as efforts in the Menomonee Valley and throughout the CDBG target area neighborhoods
- Support creation of small business incubators to create new jobs and provide job training and placement programs
- Support commercial and other major developments (i.e., Park East, Marquette Interchange Project) and affordable housing throughout the Downtown Central Business District to help increase the demand for family supporting jobs

## **NON-HOMELESS SPECIAL NEEDS**

### **Specific Special Needs Objectives**

Persons with disabilities face challenges in accessing affordable housing. While the demand for housing within the general population is great, persons with disabilities are dually disadvantaged by economic factors and the need for special housing features. The demand for housing for the disabled exceeds the supply. Waiting lists for subsidized, barrier-free units average several years. There is a tremendous need to increase the assistance needed by people with disabilities who rent. While there are programs for people with disabilities who are homeowners, individuals who rent do not have the options, or the options are very limited due to long waiting lists.

There is also a significant need to increase the number of Section 8 vouchers. Many subsidized complexes have opted not to renew their contract reducing the number of affordable rental units. Section 8 vouchers increase integration into the community by providing more choices to the individual with a disability.

The elderly in our community face many challenges including limited income, maintenance and repair of their homes, the need for accessible units, the need for assisted living and the desire for safe neighborhoods, transportation needs and access to social services.

The Community Block Grant Administration, in its efforts to address the accessibility needs of persons with disabilities and the special needs of the elderly, will continue the following:

### **Priority Goals:**

- Support the construction and rehabilitation of housing units for the disabled
- In all housing rehabilitation activities, to the extent possible, address any unmet needs of persons with disabilities before, during and after rehabilitation of relevant units
- Continue to support the wheelchair accessible ramp program
- Continue to support programs that assist the elderly in remaining in their own homes, avoiding institutionalization
- Continue to support programs that assist the elderly in accessing various supportive services (transportation, social services, etc)
- Maximize the use of elderly public housing developments

## **Housing Opportunities for Persons with AIDS (HOPWA)**

The City of Milwaukee will allocate HOPWA entitlement funds for the four-County Milwaukee Metropolitan area which comprises Milwaukee, Waukesha, Ozaukee and Washington counties. The target population is any person diagnosed with HIV/AIDS whose income is at or below 80 percent of the County Median Income of the County in which they reside.

The cumulative number of HIV-positive people living in the four-County area is 4,454; cumulative number of AIDS cases is 2803. Cumulatively, Wisconsin has seen 8,233 cases of HIV infection and 5,368 cases of AIDS. The State of Wisconsin estimates that there are at least 2,500 additional people in Wisconsin who are living with HIV and have not been diagnosed. Milwaukee County remains the epicenter of the AIDS epidemic in the state, reporting 51% of the state's cumulative AIDS cases and 49% of the state's cumulative HIV infections. (Source: Wisconsin Division of Public Health Report-2003; Wisconsin AIDS/HIV Program, 2004)

Fifty-four percent of the state's HIV-positive population lives in these counties. The average annual reported rate of HIV infection in Milwaukee is 13.1 per 100,000, which is 6.4-fold higher than the rate in non-metropolitan counties. In the Milwaukee Metro Area there has been a cumulative total of 4,498 cases of HIV infection, 2,762 of who are presumed to be alive. There have been 2,834 cumulative cases of AIDS in the city, 1,261 of which are presumed to be alive.

Of the population of HIV/AIDS households, 95% are 25 or older; 76% are men, 24% women; 50% are Caucasian, 42% are African-American, 2% are Native American, and 6% are other races; 10% are Hispanic and 90% are Non-Hispanic or an unknown ethnicity. Clients will be selected through HIV care and treatment programs at AIDS Service Organizations, private physician offices and minority community-based providers. All clients who meet HUD income eligibility criteria will be accepted into the program regardless of where they access other services.

Based on statistical information gathered by the AIDS Resource Center of Wisconsin and the State Office of AIDS, approximately 37% of HIV-positive clients (presumed to be alive) per year, have been served in the past three years with the following services: short-term rent, mortgage and utility payments, (STRMU), transitional housing assistance and housing and supportive services,

**Barriers:** Housing is of primary importance for all HIV-positive people. When housing is inadequate surviving day-to-day takes precedence over managing HIV. Housing provides the necessary foundation for the provision of other components needed to maintain an HIV-positive person's health and well being, such as regular access to medical care, a nutritious diet, sufficient sleep, and drug therapy compliance. Stable housing will also decrease the incidence of HIV risk behaviors such as trading sex for shelter, which could further transmit HIV.

The barriers to housing experienced by individuals with HIV disease are many:

**Limited Income:** HIV-positive individuals may be unable to work due to their disease. At the same time, costs for medical care and special diet strain available income.

**Negative Behavior:** Many clients have a history of negative behavior that disqualifies them from accessing housing. Even criminal convictions over 10 years ago can disqualify them from housing programs.

**Dual Diagnosis:** Many people with HIV also struggle with a dual diagnosis, either chronic mental illness and/or drug use and abuse, that make maintaining housing even more difficult.

**Prejudice:** Personal prejudice, fear, and discrimination, including by prospective landlords, still play into the lives of HIV-positive individuals who are often shunned by their family and community and are left to find their own housing.

Unstable housing creates stress to an already impaired immune system, deprives a person of needed rest, impairs regular nourishment, causes difficulty with storage of prescription medication and management of a complicated medical regimen, impairs adequate personal hygiene and causes undue exposure to temperature extremes. The delivery of quality health care, treatments, and social services depends on maintaining stable housing. The risk of an HIV-positive person partnering-up for housing increases with inadequate housing, which yields the possibility of new HIV infections occurring.

Housing is becoming more expensive as rent and utility costs continue to climb. According to the National Low Income Housing Coalition, in Milwaukee County an extremely low income individual can afford a monthly rent of no more than \$470, while the Fair Market Rent for a one bedroom unit is \$577; an SSI recipient, receiving \$552 a month, can afford monthly rent of no more than \$166. According to Milwaukee-based We Energies, this winter natural gas prices are expected to climb at least 10% and electricity prices 3.5%. (Milwaukee Journal/Sentinel, 2003)

A projected rise of approximately .25% increase of housing needs over a 5 year period which is based on ARCW statistics of .25% increase in the past five years, and the increasing number of HIV positive households becoming diagnosed with AIDS yearly, coupled with the State of Wisconsin rise of HIV infected households becoming diagnosed with AIDS at a average rate of 5% per year, the following are the priorities to address the needs of persons with HIV/AIDS:

#### **Priority Goals:**

- Provide persons by or living with HIV disease stable and affordable housing while they maintain complex drug regimens to live healthy, safe lives; and to prevent the spread of HIV disease among people who are homeless, near homeless or engaging in HIV high-risk behaviors to obtain housing or life support.
- Provide outreach, intake, assessment, counseling, advocacy, emergency shelter, short-term tenant-based rent assistance and supportive short or long-term housing opportunities to assist people with HIV/AIDS.
- Seek additional funding to expand housing options for people with HIV and AIDS, enabling HOPWA funds to be targeted to the lowest income clients in the four-County MSA who face the most difficult challenges in obtaining safe, stable and affordable housing.

#### **Specific Objectives:**

Provide short term rent and utility assistance, transitional housing assistance, long-term housing, housing counseling, supportive housing, housing services, supportive services, housing information services, and permanent placement services to 37% of HIV/AIDS infected households presumed to be alive per year:

**1,042 households in 2005**

**1,094 households in 2006**

**1,149 households in 2007**

**1,206 households in 2008**

**1,263 households in 2009**

#### **Housing Options to be utilized:**

##### **A. Family Housing**

Total of six 3-bedroom units HUD 811 funding (ARCW Gardenvue apartments)

##### **B. Transitional Housing**

For individuals there are 45 units of project based supportive transitional based housing available, consisting of:

- 29 SRO's at Wisconsin House
- 8 SRO's at Richards Place
- 9 Efficiency units at Health Care for the Homeless
- 4 SRO's at Elenas Place

### **C. Tenant Based Supportive Housing**

- Shelter Plus Care 32 Units (currently no funding is provided for supportive services connected with providing intensive case management for the 32 units)
- HaRTSS- (Harm Reduction Through Stable Shelter) for the HOPWA Competitive funded 3-year program there will be 75 units available in the South East Wisconsin Area.
- SCHIP- (Stopping Cyclical Homelessness for Infected Persons) for the HOPWA competitive funded 3-year program (80 units available in the Milwaukee Metro Area)

### **D. Permanent Supportive Housing**

- Richards Place (Waukesha) - Four 1-bedroom and two 2-bedroom units

### **E. Role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving consultation to develop a metro-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA.**

The City of Milwaukee initially became an entitlement community in 1998 because of the increase of HIV/AIDS in the four-County Metro Milwaukee Area. The City initiated a cooperative planning effort among service providers in the four-County area to reach consensus on the current needs of the target population, existing community resources, gaps in the current service delivery system and funding priorities.

In addition, service providers funded by HOPWA participate in numerous planning processes including: the Continuum of Care process throughout Metropolitan Milwaukee, Health Care for the Homeless, Shelter Plus Care, Ryan White Consortium for the four-County Metro Milwaukee area, the Waukesha County Housing Action Coalition (that includes client members and low income advocates from several different agencies), the Waukesha Housing Authority Annual Planning Process and the Waukesha County Community Block Grant Consolidated Plan, both of which include public consultation through annual public hearings.

In addition, providers utilize numerous evaluation methods including client satisfaction surveys, focus groups, client interviews, staff interviews and review of client records to assess the effectiveness of programs.

**-END-**





